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ABSTRACT

Recommendations to increase knowledge of American history and of the rights and responsibilities of citizens among public school students in Massachusetts are outlined and discussed. The recommendations made by the special study committee were based on two state-wide surveys (one of secondary teachers and social studies directors or chairpeople and one of elementary principals and teachers), visits by several of the committee members to school systems, the experiences of the committee members themselves, and the additional information supplied by the constituencies the committee members represented. The first group of recommendations deal with the formal curriculum, discussing ways to build a solid, comprehensive K-12 program. The second group of recommendations focus on the informal curriculum, defined to include all experiences, influences, groups, actions, and interactions of individuals which occur outside the classroom and, in conjunction with formal instruction, inside the classroom. The study committee believes that students' attitudes toward citizenship and participation in our society are largely based on the informal curriculum. The last group of suggestions for improvement deal with teacher education. The committee believes that in the long term, improvements in citizenship education are dependent on the preservice and inservice training of teachers. (RM)

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The Final Report of the Study Committee On American History and Citizenship Education

Submitted to the Massachusetts Board of Education 27 April 1982

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I. Introduction

In the fall of 1980, the Massachusetts Board of Education charged the Study Committee on American History and Citizenship Education

> "with developing ways to increase knowledge of American history and of the rights and responsibilities of citizens among public school students in the Commonwealth. In making this charge, the Board recognizes that although instruction in these subjects has been required by law in elementary and secondary schools in Massachusetts for a number of years, many students do not appear to have learned some of the most fundamental aspects of American constitutional government and, further, do not believe that they are able to influence the decisions of government..."
>
> "the Board has become convinced that the Department of Education should offer school districts in Massachusetts greater assistance and direction in the teaching of citizenship. The Board expects the Study Committee to define this direction and, in its report to the Board, to recommend not only general approaches to instruction in this area, but specific strategies, materials, and practices which have proved effective in Massachusetts and other states. It expects the Committee to address the relationship between instruction in the classroom in citizenship and the practice of citizenship in schools and local communities. It expects the Committee to include in its deliberations the particular needs of students not born in America. Finally, it expects the Committee to consider preservice and inservice training of teachers in the areas of American history and citizenship."

The observations and recommendations in the following sections of this report are based (unless otherwise noted) on the following information:

a) Two state wide surveys, one of secondary teachers and social studies directors or chairpeople (88 responses), and one of elementary principals and teachers (135 responses). While the responses to these surveys were not large, they represented a cross section of Massachusetts communities. It is likely that a disproportionate number of responses came from schools which are proud of their programs.

b) Visits by several committee members to six school systems which are representative of various communities throughout the commonwealth.

c) The extensive and diverse experiences of the committee members themselves.

d) The additional information supplied by the constituencies the committee members represented.

In order to comply with the Board's charge, the study committee presents thirty specific recommendations for the Board's consideration. We have found that association representatives and most individual school system personnel contacted want the Board to establish a clear direction for local school systems. Many of the people the committee spoke with were familiar with the citizenship education task force of the early to mid-seventies. The memory of the effort contributed by members of that task force, and of the lack of effect of the task force's results is strong. The study committee tried to avoid the problems associated with the task force, but has built on its foundations. If the study committee's work is to have a greater impact than that of the task force, its recommendations must have more effective support.

The following recommendations have been made with consideration of the Board of Education's policies, of current legislative mandates, and of the present condition of public education in the commonwealth. For the most part, the recommendations are based on existing legislation (see below). They do not impose additional costs on local school districts. In our view, they do, however, set a clear direction and attainable standards for Massachusetts schools.

The legislative mandates referred to above are as follows:

Chapter 71 S2. **Subjects of instruction; history and civics.** In all public elementary and high schools American history and civics, including the constitution of the United States, the declaration of independence and the bill of rights, and in all public high schools the constitution of the commonwealth and local history and government, shall be taught as required subjects for the purpose of promoting civic service and a greater knowledge thereof, and of fitting the pupils, morally and intellectually, for the duties of citizenship. (Amended by St. 1938, c. 246, S1; St. 1949, c. 468; St. 1952, c. 282.)

Chapter 69 S10A. **Advancement of education for American citizenship.** The department is charged with responsibility for leadership in the cooperative study and fuller use, in the public schools and teachers colleges of the Commonwealth, of teaching materials and methods, student activities, and administrative and supervisory procedures directed toward more effective preparation for the duties of American citizenship. The board of education shall appoint a director to carry out the purposes of this section, and shall provide said director with such facilities and assistance as may be required for the discharge of his duties.

Finally, there are three themes which the study committee has interwoven as the basis of all recommendations. These are:

- That students learn that in our democracy, citizens have both rights and responsibilities, and that the former entails the latter.
- That students understand that technological advances vastly increase the importance and the opportunity for citizen participation.
- That students understand our society is heterogeneous by intent and by fact.

II. Direction Statement

In the interim report, the study committee created a "working" definition of citizenship education. Since November, the study committee has further developed the definition on the basis of numerous suggestions, including several from members of the Board. The definition of citizenship, which should serve as the theoretical basis for school programs, is as follows:

DEFINITION OF CITIZENSHIP

itizenship in this functioning democracy requires of its members:

pect for the equality and well-being of all other members

›port of government by laws, including personal obedience to ‹s

: obligation to question and to work to change unjust law

lingness to participate in political processes

ıred responsibility for implementation of law and delivery of blic services

›port of public services through equitable taxation

ıdiness to act in protection of the country and its people

ELEMENTS OF CITIZENSHIP EDUCATION

ducation for citizenship in American democracy therefore should le:

rning to respect the concerns of others

rning to perceive consequences for others of one's own actions

derstanding that laws are agreements which evolve over time

dying American governmental system and how it came to be

cognizing the roles of majority rule and minority dissent in a mocracy

derstanding the enforcement of laws and the judicial process

dying the evolving concepts of democracy in American history, of anging social and economic forces and their effect on democratic ocesses, and the continually dynamic political processes of vernment

derstanding the interdependence of social, environmental, onomic and political problems; of local, national and global oblems; and their relationships to particular events and decisions

cognizing "informal" influences in government, sources of power, d roles of bureaucracy

rning to recognize instances of exercise and denial of constit-onal rights and liberties, and learning about the protection of ese rights and liberties through due process of law

portunities for participation in political processes in and out of hool and for developing political skills and understanding political ectiveness

rning to express opinion in rational and constructive ways

veloping skills in communication, collaboration, conflict resolu-n and decision making

rning to value service to society

III. Formal Curriculum

The formal curriculum lacks coordination within most school systems and lacks consistency throughout the commonwealth. In some schools American history is taught for two years; in others one. There are schools which teach about government in separate courses not required of students; in others, civics is a segment of the required American history course. In some school systems, local history is an important part of the curriculum, in others it is not included. Students are graduating with a wide disparity in their knowledge of American history and the responsibility of citizens. Therefore, to build a solid, comprehensive K-12 program, the study committee makes the following fifteen recommendations.

At the elementary level:

(1) The teaching of American history and civics must include participation in symbolic rituals, while focusing on increasing the student's understanding of the meaning of these rituals. Symbols and rituals must be chosen to reflect our society's diversity.

The committee makes this recommendation with some fear that it will be misunderstood. Patriotic observances, in general, have fallen into disfavor of have become identified with segments of American society instead of the society as a whole. The committee wants to reassert the central importance, especially for younger children, of symbols, rituals, holidays, songs, and heroes which are **national** - that is, belonging to all of us - but which at the same time reflect the diversity of ethnic and racial groups which comprise America. This recommendation is both a strong plea for restating in elementary school terms, the American heritage and a stronger plea for actively, explicitly, and sensitively redefining the symbols of that heritage.

Just as important as the redefinition of symbols and symbolic rituals is the teaching of their meaning. The study committee's visits to schools showed clearly that participation in ritual is by itself not enough. In some schools the pledge of allegiance to the flag was recited each day; in others, once a week; in others, flags were not present in many classrooms. Nevertheless, although many students recite the pledge of allegiance, it was a rare student that could explain to committee members the meaning of the pledge. It is important that students participate in patriotic observances. It is even more critical that they fully understand the reasons for the observances.

(2) The teaching of American history and civics must include the teaching of local history and local social and political development. This must be taught with active community involvement.

Although Chapter 71, Section 2, states that local history and government must be taught at the secondary level, it is usually taught at the elementary level in school systems which have local history as part of the curriculum. The study committee does not argue with this practice.

In many schools, local community members had an active role in the schools, and students in elementary schools frequently left the school building to visit local and state governmental activities (e.g. voting, town meetings). The study committee applauds the efforts of these school systems and the community members who contribute their time. Only when government is personalized, especially at the elementary level, will students be encouraged to participate themselves.

(3) The teaching of the Constitution of the United States must prepare the student to realize the importance of our constitutional form of government and to understand the need to support a government of laws. Understanding the constitution does not mean memorizing all its sections.

There is little value in students attempting to memorize the various sections of the United States Constitution. Rather, it is far more useful for them to understand our forefathers' decision to establish a

onstitutional form of government, the rights and responsibilities of itizens under the constitution, and the reasons why laws must be based n the constitution. Citizens' responsibilities include supporting current aws, working to change unjust laws, supporting the rights of individuals rotected by the constitution, and understanding the enforcement of aws and the judicial process.

(4) **The teaching of the Declaration of Independence must concentrate on developing a respect for the equality and well-being of all other members of our society.**

The basic tenet of the Declaration of Independence is that "all men re created equal," and that a government is instituted to secure these ghts. It is important that the Declaration of Independence be taught so hat students grasp the concept of equality and the role of government o assure that all citizens are treated equally.

(5) **The teaching of the Bill of Rights must familiarize students with the concept of majority rule with individual rights.**

The Bill of Rights evolved from the fear that individuals' basic rights ight be violated by their government. It is important for students to arn that individual rights exist, that the rights of the minority are rotected from the will of the majority and from government tervention, and that a process is in place by which citizens can assure hat their liberty will not be threatened.

t the secondary level;

(6) **The teaching of American history and civics must include an understanding of basic terms, concepts, and skills.**

Since the study of government possesses its own jargon, it is nportant that students become familiar with various terms which they ill be expected to understand in the future. For example, students ould know the differences between basic terms such as, Democrats nd democracy, Republicans and republic, communists and socialists, e state legislature and the congress, "Beacon Hill" and "Capitol Hill." lso, they should learn various concepts, such as the concept of dividual rights, and the concept of America's role in world events. nally, they should learn skills, such as how to vote, how to access local, ate, and county governments, and how to use maps, graphs, and arts.

(7) **Students must understand the following non-governmental institutions and organizations, their roles in American history, and their relationships to the rights and responsibilities of citizens: the family, religious institutions, labor unions, business, schools, colleges, media, interest groups, science, and technology.**

Because of the influence of these institutions on individual values d public policy, the study of government is not enough. Students ust understand the history of these institutions and groups, their pact on our society, and their relationship with governmental stitutions. Without such an understanding, students cannot fully derstand the development and actions of government.

(8) **The United States Constitution, the Bill of Rights, the Declaration of Independence, and the Massachusetts Constitution are to be taught in light of history and present social reality.**

These documents can be fully understood only if they are explained in relationship to contemporary society. In fact, citizenship should be taught in this way. In many schools, contemporary affairs courses are separate from the required American history courses. By personalizing American history and showing its relevance to the student's sense of the world, the school system will enable the student to grasp complex concepts. For example, teachers should use such current debates as those on the Equal Rights Amendments and on the powers of the courts as part of their study of the constitution.

(9) **The teaching of local history and government and of state history and government must explore the separate and overlapping responsibilities of these forms of government.**

Because of mobility of our citizens, each student should become knowledgeable about all forms of government in Massachusetts. Students should learn each of the separate functions associated with town, city, county, and state levels of government in Massachusetts. Further, they should learn the roles of these levels of government in their lives, and how to gain access to governmental offices and services.

(10) **The teaching of American history and citizenship education must capitalize opportunities for direct and continuing contact between students whose economic, racial and/or ethnic backgrounds significantly differ.**

Too often schools are not places where individuals of varied backgrounds learn together, socialize, and communicate. One headmaster reported that two years ago, at a time of racial violence in his school, he was surprised to learn that students who shared the same classes were fighting. They fought, in his opinion, because they did not know each other. Although they attended the same classes every day, classroom teachers never made any attempt to have students know the names of the other students in their classes. To teach tolerance of each other, this form of citizenship education must be included in all disciplines. Also, whenever possible, the study committee recommends that students participate in field trips outside of the community to foster human relations. Communication between people is too important to be limited to the social studies curriculum alone.

(11) **All school systems must encourage community involvement in the schools, student involvement in the community (including practical experience in politics, government, community service, and work related experiences), and student involvement in the governance of schools.**

Much of the community involvement in schools appears at the elementary level. There are also individual teachers and courses which use the community resources in secondary school programs, such as law courses. The study committee would encourage all schools to adopt an active policy of including members of the community as resources to classroom teaching. These resources could include, but should in no way be limited to, computer technicians to assist in mathematics courses, local writers and newspaper reporters for English courses, and local historians for social studies courses. Part of learning to be a citizen is to see and hear about the direct involvement of citizens in their communities.

Further, the high schools, and to a lesser degree, the middle schools, must provide an opportunity for students to participate in full-time internships, work study, full-time projects, student involvement in government, and apprenticeships for each student. Before graduation

student should have contributed to the community in some way, ve gained some practical experience in an area he or she wishes to ue in the near future. If schools are to prepare students for the d after graduation, students must be provided an opportunity to le the real world of work and to be able to discuss their riences with school personnel. Such direct involvement will lead to informed decisions about careers by students, as well as an ediate sense of participation and worth in the community.

The involvement of students in the governance of school is ribed in more detail in the section of the informal curriculum.

Social studies, American history, and citizenship education must focus on skills needed by citizens to operate in our democratic society. These include critical judgment, decision making, listening, and research skills.

t is more important to teach analytical thought processes than to memorization of historical facts and dates. While students must vare of history and historical progress, citizens must be able to do own informal research, question information and sources, analyze and reach conclusions. It is as important to be able to find out as to .

The teaching of the skills required of citizens is the responsibility of vhole school, and not of any one teacher or group of teachers. A n has to be able to read and analyze a referendum question on the t, to understand the statistics on which the local budget is based, to critically to a campaign speech, to distinguish between due ess and the arbitrary exercise of power. It is a serious error for the sh teacher, the counselor, the mathematics teacher, or the ipal to assume that the social studies teacher, alone, is responsible tizenship education.

All school systems should develop, with community support, a policy of community support governing the discussion of controversial issues is schools.

In the last fifty years, public schools have been asked to take on e of the responsibilities of the family, the church, the medical ession, and the business world. Teachers, counselors, and admin- tors have become sex educators, driver trainers and career selors. They run vocational apprenticeship and work study rams. They are asked to desegregate society and to naturalize grants.

At the same time, public schools have been restricted, sometimes ely, in dealing with the very issues for which they have been given nsibility. The community and the school system must develop ies together to govern the discussion of controversial issues and se of controversial materials in the schools. While the study mittee believes the limits of discussion will and should vary from to town, it does not believe that hardy citizens can be trained in a nhouse. Schools are part of the real world; increasingly adolescents nvolved in very real "adult" experiences as part of that world. The committee believes that all of these potential experiences are opriate subjects for discussion in schools.

(14) **School systems must use primary source materials and local resources wherever possible. Schools should break their current reliance on the printed textbook. The teaching of history and of social studies in general should emphasize the difference between events and interpretations of events.**

Teaching history from a textbook does not allow students to draw their own conclusions based on a set of facts. Many of the textbooks currently used are out of date, inaccurate and/or biased. It is only during their school experiences that citizens have events mostly explained to them through a textbook format. Upon graduation citizens are exposed to multiple media accounts of current events. The 1980's will see an increase in rapid and varied communication networks. Knowing how best to use these primary and secondary sources of information is invaluable to citizens.

Further, textbook accounts of the War between the States in use in various parts of the country vary greatly; so do, for example, accounts of the labor movement, the women's rights movement, slavery, and the internment of Japanese-Americans. Since many students tend to accept textbook interpretations as gospel truth, it is important for the teacher to stress that history is written by people, and all people have their own points of view. Native Americans rarely have a chance to say what they thought of the "Opening of the West."

(15) **School systems must design formal curriculum programs so as to reduce duplication and ensure all students acquire the skills necessary to be effective citizens.**

The study committee has discovered that K-12 instruction in social studies, American history, and citizenship is often not planned or articulated. Some repetition of content, and of skills, is desirable; much is wasteful. In some school districts, skills which students acquire are a result of well coordinated programs; in others, skills are acquired by chance, or not at all. Careful design of these programs will ensure that students will graduate with all the skills required to be effective citizens.

IV. The Informal Curriculum

The informal curriculum is broadly defined to include all experiences, influences, groups, actions and interactions of individuals which occur outside the classroom and, in conjunctions with formal instruction inside the classroom. The study committee believes that students' attitudes toward citizenship and participation in our society are largely based on the informal curriculum. The recommendations in the formal curriculum section address some of the unnecessary restrictions on formal instruction. To address appropriately the informal curriculum, the study committee recommends the following.

(1) **Students should have a chance to learn about rights and responsibilities by exercising those rights and responsibilities at an early age.**

School discipline procedures are learning experiences for students and can be either positive or negative. School rules should be designed with this consideration. Too often school rules are designed for administrative convenience. The study committee believes strongly that students should be taught responsibility for their own actions beginning at elementary school. The middle school years are too late to begin this process. For example, in one school the study committee members visited, students were rewarded for achievements accomplished during the week. In another, students moved freely and responsibly from one part of the school to another. In other schools, the only involvement

dents had with administrators concerned punishment, and students uld not leave the classroom without a pass. In the latter examples, the dy committee believes, students do not learn how to be responsible their own actions, but to conform or be punished.

) **School systems should recognize that the informal curriculum can support or undermine their instructional goals. The organization of the informal curriculum should not be left to chance nor should its effects be unexamined.**

The informal curriculum should be structured and interrelated h formal curriculum as much as possible. For example, in many ools, students raise money for school trips or class projects. How ders are chosen, how money is collected, which students participate d which do not, and who decides how money is spent are all part of informal curriculum which can support the teaching of citizenship. view of all aspects will allow school personnel to better understand role of the informal curriculum in teaching citizenship.

) **Student governments should be given and allowed to exercise real power in clearly defined areas, and should be consulted on decisions directly affecting students.**

It is the strong belief of the study committee that student vernments which operate under only the illusion of power are mful and foster cynicism. Student government organizations should e real power, certainly not over every operation of the school, but r clearly defined aspects, and the authority to exercise that power hout interference. Students must be given an opportunity to make cisions and to make mistakes, and to take responsibility for their ons. For example, students will become cynical if decisions in areas der their control are reversed by school administrators.

One school establishes a treasury for each of its classes entering the enth grade from the proceeds of a magazine sale. The student ncil has complete control over the money, usually amounting to a thousand dollars by high school graduation. This is a real experience students are able to gain in school, but is invaluable for students' nprehension of governmental organizations.

Administrators, teachers, and students should recognize that schools are communities of which they are all important members.

Students should be genuinely involved in the resolution of school blems, and schools should actively seek more opportunities for dent leadership. If they are to learn responsibility for their actions, dents should be included in the solutions of the problems they have ed. In many schools, students have been held responsible for dalism and have been instrumental in correcting the problem. dents, who have a unique perspective about the operation of the ool, have worked with school committees, administrators, and lty members, to improve the educational opportunities available in school.

Schools should realize that student government organizations do not interest all students. Therefore, alternatives for students to exercise leadership skills should be developed. Just as town governments establish special commissions to achieve solutions to short term problems, schools can encourage students not usually chosen as leaders to participate in special, worthwhile projects. Within classrooms, small group projects which rotate chairpersons of each group are valuable learning experiences.

(5) **Schools must develop specific ways to create a climate of mutual respect for individual worth and individual differences which fosters students sense of self, prevents stereotyping, and promotes interaction among the school community.**

The study committee believes that a respect for others and for individual differences of sex, race, social background, religion, ethnicity, language, or handicap, are directly related to a sense of one's own identity and worth, and that schools are capable of fostering a climate in which such mutual respect is encouraged and rewarded. The committee further sees such mutual respect as the core of any civilized society and the primary characteristic of a good citizen, particularly of a society as heterogenous as ours.

While the fostering of such a climate is a responsibility of the entire school, and of the community of which it is a part, there are certain practices which the committee thinks are important to mention here. They are:

a) courses or units of courses which formally and directly address questions of identity, sense of worth, individual differences, respect and tolerance.

b) cross age teaching programs, student-to-student tutoring programs, big sister or big brother programs for new students (and especially foreign born students).

c) forums in which students can freely and constructively express their opinions on school issues, especially issues related to prejudice or exclusion, cliques, and conflicts.

d) counseling groups and peer counseling.

(6) **All new students, especially non-native born students and non-English speaking students should be given as much special support and assistance as necessary to make them become full members of the school community.**

New non-native born students and non-English speaking students constitute a rich resource for learning about diverse cultures and provide an international perspective. Non-native born students often strive to become assimilated into American culture. In many cases, they have a more complete knowledge of American traditions, ceremonies, and rituals than many native-born Americans who have little need to develop an interest in our country's past. They strive to be included in our society, and it is the school system's obligation to facilitate this, for their benefit and for the benefits they can provide to the school community, not the least of which is the richness of their own native culture.

The study committee also believes that the influx of non-native born students into the school community raises questions about the real meaning of citizenship for all students and school personnel. These questions touch on the history and position of native Americans, the involuntary migration of slaves, the voluntary migration for religious freedom or economic betterment, the reception of refugees, the position of illegal aliens, and immigration quotas. All of these issues are important in themselves; they are especially important for children and adolescents who are trying to determine what it means to be an American.

7) **The school's discipline code and procedures for rewards and punishments should be designed to reinforce formal instruction concerning the need for law, due process and the relationship between liberty and responsibility.**

Often the attitudes which are taught in American history courses e not supported by the climate of the school system, particularly in the ea of school rules and due process. Further, in some schools, students' ghts and responsibilities are not consistent with constitutional uidelines. School systems should treat students as citizens are treated their communities. Students should be treated fairly, and be aware of the school's written rules. Discipline should be consistent with the unishments listed in the school rules, and students should have fair earings before impartial hearing officers during which time they are esumed innocent until proven guilty.

In several school systems, grievance committees have been tablished to which students and teachers can appeal decisions of earing officers, review due process procedures, or mediate a dispute tween teachers and students. These grievance committees are usually affed by equal numbers of students and school personnel. The mmittee assures that each student and each member of the school mmunity is treated fairly by others.

8) **School systems should encourage students and staff to provide service to the community and to participate in community activities. Wherever possible, school systems should seek community support and participation in the life of the school.**

Students should be encouraged to provide community service hile learning about themselves and gaining organizational skills. The mmunity at large has a responsibility to provide these opportunities r students. Business, labor, community groups, all should actively cruit student volunteers for special projects. Also, students and staff ould work together to provide service to the community through ood drives, and other special projects. Some schools have established ngoing seasonal projects.

9) **The attitudes and behaviors of teachers, their management of the classroom, and their interactions with students reinforce students' learning of the rights and responsibilities of citizenship.**

The role of the teacher in the school community is vital to learning. e role of the teacher as a model for citizenship reinforces the formal rriculum. If students are encouraged to analyze and question aterial, to work in group projects where consensus and instruction is important goal, to interact with teachers in a system where privileges e uniformly applied, then students will grasp the meaning of izenship.

10) **Each teacher should administer a student evaluation of each course offered, which would be used by the teacher only.**

As students are members of the educational community, they ould have the opportunity to advise their teachers on the effectiveness the courses they participate in. This exercise does not only provide eful feedback for individual teachers, but allows students to consider d analyze their learning and development as a member of a class. ce these evaluations would be seen by only individual teachers, they ould use this additional information to judge the growth of their dents, and the effectiveness of their teaching style. The study mmittee believes that this is a natural outgrowth of the decision aking, critical judgment, and analytical skills which students should be ght, and encouraged to exercise in meaningful ways. There are many hool systems which have established this practice and have reported sitive results.

V. Teacher Training

The study committee believes that in the long term, improvements in citizenship education are dependent on the preservice and inservice training of teachers. Teachers tend to teach what they were taught, at least in the beginning of their careers. They tend to treat students as they themselves were treated by their teachers, or as they are treated by their administrators and the society at large, or both.

A: Preservice

In the area of preservice teacher education, the study committee believes that Massachusetts' new certification regulations are a substantial improvement over the present regulations, and will better prepare teachers to carry out the recommendations made in the preceeding sections of this report. Since the success of any set of regulations depends on the spirit in which they are received and the effectiveness with which they are administered, the committee makes the following three recommendations.

(1) **Colleges and universities training educational personnel, and the Bureau of Teacher Certification, must ensure that all candidates for certification are well prepared to meet standard V of the new regulations which states that "the effective teacher is equitable, sensitive, and responsive to all learners." To meet this standard, the candidate will demonstrate that he or she:**

- (1) **Defends and encourages the exercise of students' rights to equal treatment and freedom of expression**
- (2) **Responds to the needs of individual students so as to enhance their self-esteem**
- (3) **Works toward a learning environment favorable to open inquiry and devoid of ridicule**
- (4) **Encourages a positive atmosphere for all students, especially those with special needs**
- (5) **Avoids and discourages racial, sexual, social, ethnic, religious, physical, and other stereotyping**
- (6) **Makes allowances for biases and limitations in his or her own background which limit his or her responsiveness to students from other backgrounds.**

Standard V describes what it means to be a fair and just teacher or administrator in a democratic and culturally diverse society. It recognizes that teachers can no longer be trained simply to teach children with the same racial, ethnic, linguistic, and social background as themselves. It recognizes the fact that a classroom is a microcosm of society. But since it deals with aspects of teaching which are often intangible and difficult to measure, it will become a pious statement unless conscientiously administered by the Department and implemented with conviction by the colleges.

(2) **Colleges and universities training educational personnel should make extensive use of outside resources in teaching government and history expecially on the state and local level.**

The study committee did not survey college programs and does not have any hard data to substantiate this recommendation. Its impression however (based in part on the extensive experience of some of its members) is that teacher education programs, even those in history and social studies, make very little use of legislators, local officials, the courts, or community agencies. Teachers who learn about government only in the classroom may well teach it only in the classroom. More specifically, teachers who know little about local government cannot be expected to teach it. For history and social studies teachers, and perhaps for others also, some of the field experiences required by the new certification regulations should take place in juvenile courts, detention centers, or other arenas where education for citizenship, or the lack of it, is the real issue.

(3) **Colleges and universities training educational personnel, especially for service at the elementary and middle school levels, should ensure that candidates for certification understand that primarily schools teach children to live in a political society.**

Although this recommendation is specifically addressed to colleges and universities, the study committee's concern is more general, as is evident in the informal curriculum section of this report. Political attitudes and behaviors are fairly well developed before high school, and much of this development occurs in school but outside of formal classroom instruction. This is not a new observation, and it is substantiated by research. Teachers and administrators are not trained sufficiently to think of schools as socializing institutions. Therefore, they tend to ignore its powerful effect on children's political attitudes, especially in such areas as competition, peer pressure, decision making, leadership, equality, and justice.

B: Inservice

In the area of inservice education for teachers and administrators, the study committee believes that colleges and universities, school systems, teacher associations, governmental and community agencies, and the Department of Education should increase their levels of activity substantially and focus on the directions emphasized in this report. The study committee makes the following recommendations.

(4) **The Board of Education and the Department of Education should make every effort to increase the funds available for programs in history, government, and citizenship through the Commonwealth Inservice Institute.**

The study committee believes that the Institute is the most effective model of inservice education in current use in the commonwealth. Further, the Institute's participatory and democratic approach is consistent with the study committee's recommendations. The study committee believes that it is only the lack of funds which prevents substantial growth of effective inservice education in citizenship, and that funds for a subject of national concern should be available from the legislature, business, labor unions, and/or private foundations.

(5) **The Department of Education, local school committees and professional associations should explicitly encourage the active participation of school personnel in governmental and political activities on the local, state and national levels, and in the goverance of schools.**

The study committee makes this recommendation for two reasons. First, teachers and administrators will learn by doing, and will bring that knowledge to their work with students. Second, the models of participation, of the active exercise of citizenship, are of tremendous importance to students. Such participation seems to the study committee to be inservice education of the best kind.

The study committee is aware of the restrictions on political activity for public employees, of the conflict of interest issues and problems, and of the absolute necessity of keeping political indoctrination out of the classroom. The restrictions must be carefully observed, but should not be considered barriers to participation.

For the purposes of this recommendation, the study committee defines governmental and political activities in the broadest sense, in keeping with its definition of citizenship in an earlier part of this report. Most community organizations (school committees and school systems included), and most state and national organizations are political in some real sense; many such organizations are governmental or directly affect one or more levels of government. As examples, the study committee suggests community action groups, school community organizations, unions and professional associations, lobbying groups, and consumer groups.

The study committee further believes that citizenship education is improved by encouraging educators to leave the profession temporarily to take jobs in business or government, by encouraging people in the law or the trades or business or government to enter teaching, temporarily or permanently, by encouraging short term exchanges of personnel. The isolation of schools and school personnel from the rest of society is one of the strongest deterrents to effective citizenship education.

Finally, just as the study committee believes that students should have a real role in the governance of schools, so too it believes that teachers should. A spirit of democracy, a sense of equality, and particularly a knowledge of the responsibilities of citizens cannot be taught or fostered in an authoritarian and hierarchical organization. A "good" administrator is too often defined as one who runs a tight ship, instead of one who runs a positive meeting. The way a principal treats teachers will have a direct effect on the way teachers treat students.

(6) **Inservice training programs should be especially encouraged, for all teachers and administrators, in the following areas:**

a) **Political socialization**
b) **Current knowledge of American history, government and economics**
c) **Curriculum development in local history and government**
d) **The various racial, ethnic, and linguistic groups represented in Massachusetts**
e) **The teaching of symbols and rituals**

The reasons for these emphases should be clear from the other recommendations contained in this report.

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